

## **Historic, archived document**

Do not assume content reflects current scientific knowledge, policies, or practices.



FD-249, 39  
Hq 82 H  
copy 2

# STAFF REPORT

## HIGHLIGHT REPORT

from the  
DIRECTOR of PERSONNEL  
Fiscal Year 1962

U. S. DEPT. OF AGRICULTURE  
NATIONAL AGRICULTURAL LIBRARY

OCT 8 - 1962

C & R-PREP.

OFFICE OF PERSONNEL • U. S. DEPARTMENT OF AGRICULTURE



July 10, 1962

FOREWORD

The job of USDA Personnel Director is a busy job. It must be a vibrant, moving force not only within the USDA but throughout the Government to be effective. This is what the entire OP staff is trying to have it be.

There is some "trivia" in this report. But the various USDA Agency Personnel Officers - busy with individual agency problems - should know in detail how their counterpart functions at the staff level are carried out. This report attempts to do that.

The Personnel workers in the Department, as well as the operating officials, have given the Office of Personnel tremendous support this past year. We have had to call upon them for financial assistance, details of their staff to ours, and constant advice. All of them have come through with flying colors.

The Office of Personnel staff has worked hard to "extend" the personnel function of the USDA so it might maintain high Governmentwide prestige. I am tremendously proud of the way the staff has responded to what I like to think is a new emphasis. The current effort at "extending" the Personnel Director job is intended to be for the benefit of all personnel and program functions within the Department.

The Personnel Director is a representative of USDA Personnel workers specifically and employees generally. Your frank views on how to represent you and them more effectively will be appreciated.

*Carl B. Barnes*

Carl B. Barnes  
Director of Personnel



## TABLE OF CONTENTS

<u>SUBJECT</u>	<u>PAGE</u>
Section 1 - Posture of USDA Personnel Administration .....	1
Section 2 - Reports on Progress .....	7
Organization Chart .....	
General .....	
Planning .....	7
Cooperative Policy Making .....	7
Communications .....	7
Professional Library .....	8
Better Letters .....	8
Secretaries' Forum .....	8
Classification and Standards .....	9
Employment and Examining .....	10
Investigations .....	12
Review and Adjudication .....	13
Employee Development .....	14
Health, Safety and Welfare .....	18
Policies and Procedures .....	21
Review and Inspection .....	23
Personnel Legislation .....	24
Equal Employment Opportunity Program .....	24
Employee-Management Cooperation .....	25
Centennial Dinners.....	27
Section 3 - The Director's Activities.....	28





SECTION

1

POSTURE

OF

PERSONNEL ADMINISTRATION

IN THE

U. S.

DEPARTMENT OF AGRICULTURE

FOR THE FISCAL YEAR

1962



THE POSTURE OF PERSONNEL ADMINISTRATION  
IN THE U.S.D.A. - 1962

Beginning July 7, 1961, a series of events were put into motion which were designed to stimulate the imagination, thought, and action of everyone in the Department. The results hoped for? Personnel management which meets the basic needs of both employee and management.

To determine the basic needs of the employees and management, several steps were taken in cooperation with the agencies:

- . A survey (10,000 questionnaires) was made of employee reaction to the current personnel policies.
- . Agency heads were asked to secure from their line and staff officials a list of policy and program changes needed.
- . The Director met individually with eight agency heads and six deputy administrators for management during July and August, 1961, to get their candid views on what the Office of Personnel should do to provide the needed leadership.
- . The Director began a practice, which has proved invaluable, of periodically meeting in "closed" session with a small group of personnel officers who knew the "pulse" of conditions and were willing to "level" on matters which needed attention.
- . A serious effort to get important information to officials and employees through the "printed page" produced several attractively done publications. The Director also accepted every opportunity to appear in person to learn and pass on ideas and philosophy of a new posture in personnel administration.
- . Among the many valuable sources of information which the Director tapped were the frequent discussions with Mr. Joseph M. Robertson, Administrative Assistant Secretary. Mr. Robertson had, from the beginning of his service in the Department, sought the same information as that looked for by the Director, for the same reasons.

What Was Learned?

The employees thought well of the stated personnel policies but were not so pleased with the way they were applied. They did not feel

that the Department's officialdom practiced what it preached.

Management agreed that much needed to be done about changing policies as well as practicing good personnel management, and that employees (including officials) could do something about it. BUT they needed leadership from the Office of Personnel.

### So - What Was Done?

An assignment was made the first full day the Director was in Office to get the machinery in motion to do something about the situation. The need for a cooperative approach was anticipated. The processes already mentioned for getting problems considered by and "feed back" from appropriate sources were stepped up and new ones added. One approach, similar to that used in the five Biennial Personnel Management Meetings held between 1941 and 1951, seemed to be in order.

More than 100 carefully selected staff and line officials and representatives of employee organizations representing all facets of the personnel management needs were mobilized into study groups to analyze and study major problems indicated by the employee policy reaction survey and problems proposed by agency managers.

The five day Personnel Policy Review Meeting, held at Philadelphia September 25 - 29, 1961, provided the forum for final debate and agreement on 132 recommendations for changes in policies and programs by the 100-odd official representatives.

A continuing search for ways of learning more about the Department's needs and practical and far reaching approaches to meeting them has characterized this year's effort.

### What Came Out?

The results of the Personnel Policy Review Meeting have been the basis for much of the change and developmental work in personnel administration in the Department. A system for implementation by further study and development of 40 recommendations by 13 Task Forces and active follow up on getting all of the new policies and programs into operation has been of prime concern to the Office of Personnel Staff.

Some highlights which came out of or were emphasized by the process of surveying, studying, debating, and deciding were:

1. MOHR - Management of Human Resources, one of five phases of MODE (Management of Objectives with Dollars through Employees) was developed by a study group to which the

Director served as an adviser. The Director has given constant attention to its development and application to personnel management.

This is a long range program, supported by the agencies of the Department, which helps to bring into focus some of the changes and adjustments required if Management of the Department's functions keeps pace with our country's needs.

2. Closely associated with MOHR referred to above is the establishment for the first time of a Personnel Research staff composed of three personnel research psychologists.
3. The Office of Personnel sent the President's Task Force the recommendations and report which grew out of the concentrated effort of the Employee Management Relations Study Group of the Personnel Policy Review Meeting. This resulted in the Department's plans and actions being so nearly in line with Executive Order 10988 on Employee-Management Relations that the Secretary's policy was issued on this subject the day after the release of the Executive Order.
4. The employment and utilization of competent people from minority groups, especially Negroes, has been highlighted by changed employment and promotion practices, contacts with the training institutions, special conferences, and, most importantly, the employment of a staff member to devote full time to the program.
5. The Office of Personnel instituted a plan to keep officials and employees of the Department informed about what was going on in personnel. In addition to the numerous staff meetings, conferences held, and speeches made before all types of organizations and groups, a series of attractive publications - "Tips to Supervisors", "Keeping in Focus", and Staff Papers and Reports have been issued.

#### How is the Leadership being Provided?

It is recognized that the Director must lead. In order to do so he - and his staff - must stay out ahead, anticipating needs, planning ways of meeting them through the use of his staff and through cooperative arrangements with the agencies.

The Director early divested himself of much of the detailed, time consuming functions of the Office. In July, many of the routine



administrative matters of the office were turned over to the Administrative Officer. Also in July, authority to clear all Secretarial letters written to retirees was delegated to the Security Division. On September 12, one of the Assistant Directors was given authority to approve all prior approval actions sent the Office for GS-14 and above, all State director jobs, and all personnel jobs, amounting to around 800 for the remainder of the year. By so doing more time was available for planning and other more important functions.

The utilization of the skills and abilities of the staff of the Office of Personnel has been a major concern of the Director. The reorganization of the Office - which agency personnel officers participated directly in - was put into effect in November after careful study and staff discussion. It realigned functions to provide smoother and more efficient operation so as to be fully responsive to agency needs. It reassigned staff members so that each person was, insofar as practical, doing the thing for which he was best qualified and which challenged him the most.

Flexibility was, to the extent possible, maintained so that reassignments could be readily made to meet special needs, recognize special abilities and reward merit. Lateral coordination of selected projects between Office of Personnel divisions was strongly emphasized.

The Management Interns have had an increasingly important part in the work of the Office. Seven of these young people who were added to the Office staff during the year have on numerous occasions proven to be outstanding in their ability, interest and initiative. The success of many of the Office programs has been sharpened by their contributions. We are building our personnel officers of the future with these young people.

The Office has been supported on numerous occasions by the assistance of competent staff from the agencies. This type of cooperation has been the basis for much of the progress made.

The staff has also been strengthened at the end of the year by the addition of Drs. Glickman and Harmon who, with their secretary, Miss Ballard, make up the new Personnel Research Staff. An additional staff personnel research psychologist will join the staff in September. Mr. William Seabron, formerly Deputy Director, Fair Employment Commission for the State of Michigan, reported for duty as Assistant to the Director for Intergroup Relations.

Staff development has been a prime objective of the Director. As a supplement to the challenge of assignments, a special effort has been

made to create an informal, uninhibited climate - a freedom of expression which provides that essential two-way communication within the Office. Seventy-nine members of the Office of Personnel staff have participated in training courses designed to better prepare them for their work. How a staff member performs his assignments is constantly appraised in an informal manner and changes planned which are more in line with his competence and interest.

### What is in the Future?

Ambitious plans are being laid for the Department of Agriculture. The Director shares the feeling of many others in the Department that we must maintain a high degree of leadership throughout Government in personnel management. We are a proud lot and only as a lead team will we be satisfied.

As outlined earlier and in more detail later in this report, we have established a base upon which we can build. We do this within a framework of philosophy that leadership must be deserved, that calculated risks must be taken, and policies and methods tried regardless of some opposition.

The Office's staff, which has already been strengthened, will depend more and more in the future on well trained capable young people recruited primarily from the Management Intern register and from the agencies.

Flexibility will characterize the Office's organization providing an optimum of change in functions, assignments, and training to meet the demands for service and leadership.

It is hoped that a Department Career Plan can be put into use providing for greater mobility as a benefit to the individual and the Department. In fact, a practical arrangement for the exchange of personnel between the Office of Personnel and the agencies as recommended by the Personnel Policy Review meeting should help to strengthen the staffs of both.

The Staff Paper on Projected Work Plans issued in June was an initial effort to work out an integrated system of Department-wide personnel management planning. Such is believed to be a practical, painless and efficient means for coordinating the personnel work within the Department.

Greater emphasis must be placed on standards and guides, methods of appraisal and evaluation.

Authorities to act will in general continue to be delegated nearer the point where the work is done. An effective program for the selection and development of competent staff and line managers will need to proceed ahead of such delegations.

The system of audits, inspection and reviews will need greater coordination in order to follow up on delegations and conformance to policies and standards.

A practical means for appraising the work and characteristics of employees is badly needed and will be given emphasis by the Personnel Research Staff as well as by special task forces.

The Personnel Research Staff is expected to provide the Department with expert assistance on "depth probes" of selected problems, particularly with respect to the implementation of MOHR.

The Committee to Evaluate the Personnel Policy Review Meeting has been reorganized and given the added duty of recommending steps needed to focus further study and attention to implementing the Meeting's recommendations as well as to new problems which may arise.



SECTION

2

REPORTS

ON

PROGRESS

BY THE

OFFICE OF PERSONNEL

FOR THE FISCAL YEAR

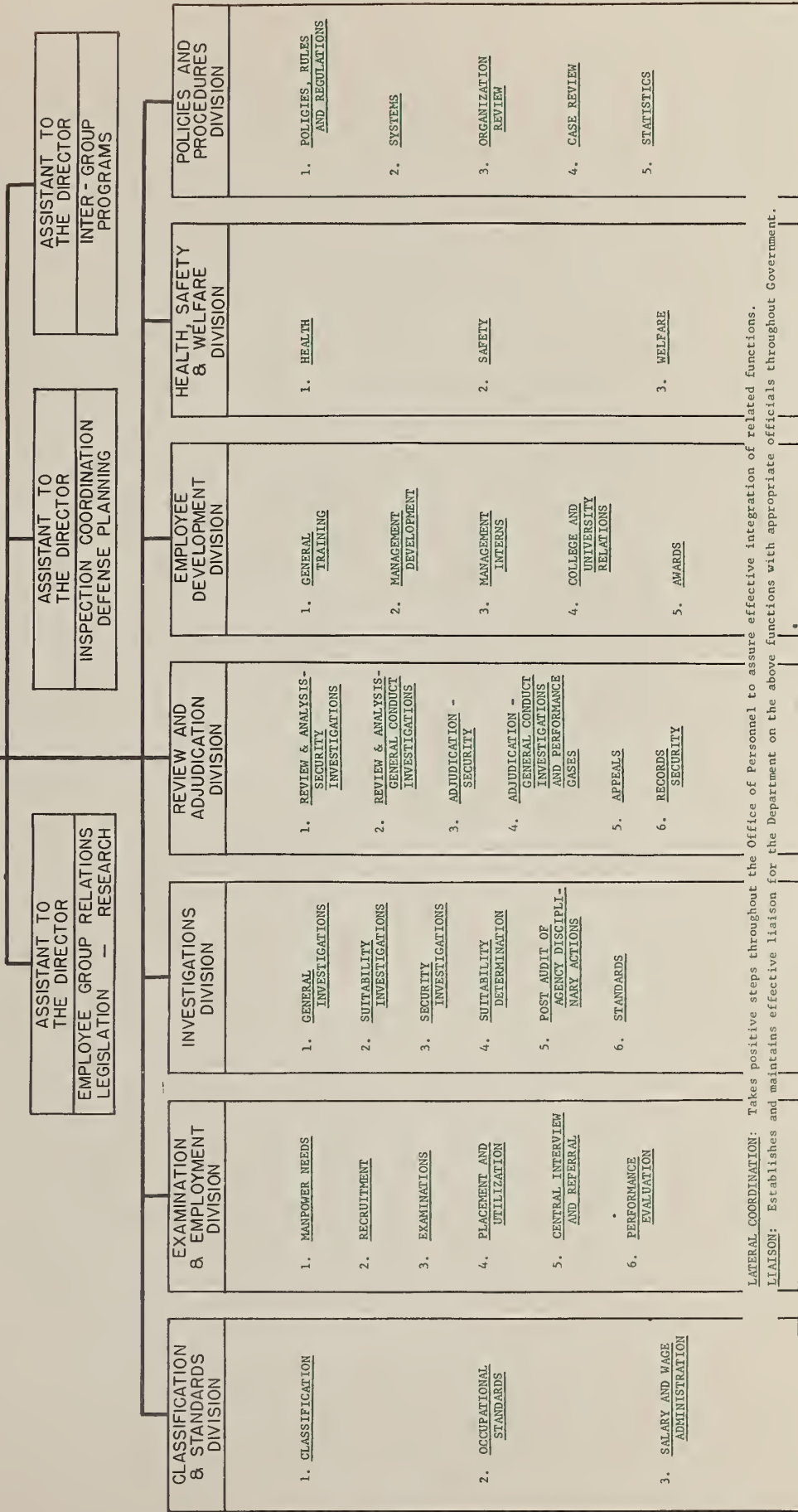
1962



# U. S. DEPARTMENT OF AGRICULTURE OFFICE OF PERSONNEL

OFFICE OF THE DIRECTOR	
DIRECTOR	
ASSISTANT DIRECTOR PROGRAM OPERATIONS	ASSISTANT DIRECTOR PROGRAM DEVELOPMENT
CHIEF PERSONNEL RESEARCH STAFF	

RECOMMENDED: Carl B. Bann  
 APPROVED: Joe Parverson  
 DATE: December 8, 1961



LATERAL COORDINATION: Takes positive steps throughout the Office of Personnel to assure effective integration of related functions.  
 LIAISON: Establishes and maintains effective liaison for the Department on the above functions with appropriate officials throughout Government.



## PLANNING

Planning for effective personnel administration has taken on new significance as the year progressed. The position of Assistant Director for Program Development was established in September 1961. The incumbent has, to an increasing extent, assumed responsibility for general planning beginning with the Personnel Policy Review Meeting and continuing through the development of the Projected Work Plans issued in June and the preparation of this report.

The position originally established has evolved into a full-time planning effort covering every facet of the Office of Personnel's functions. The planning role in Departmental level activities will grow increasingly important. This is obvious when we consider the extent to which operating personnel authorities have been and will no doubt continue to be delegated to agencies.

## COOPERATIVE POLICY MAKING

The Personnel Policy Review Meeting, as mentioned earlier, was planned and conducted in September, 1961, resulting in agreement on 132 recommendations providing for many far reaching changes in personnel policies, programs, and procedures. A complete report will be issued on the results of this meeting on its anniversary date, September 28, 1962.

## COMMUNICATIONS

In addition to the "feed back" sought from officials and agencies, the Director instituted a plan for keeping officials and employees informed. This included issuing such publications as:

"Tips to Supervisors"	-	8 issues
"Keeping in Focus"	-	4 issues
Staff Papers and Reports	-	15 issues
Reports of Meetings and Conferences	-	9 issues

## PROFESSIONAL LIBRARY

The Director has established a library of selected books and periodical reprints related to general and personnel management for reference use by the Office staff. The availability of the material will be expanded to agency personnel offices as it gets more complete in its coverage.

## BETTER LETTERS

"Creating a Favorable Image" of USDA through letters written by the Office staff was the objective of issuance of a memorandum to the Office's staff in September. Also special assistance on this problem was secured from Mrs. Amy Cowing, FES. Much work still needs to be done in the area of improved letter writing on personnel matters.

## SECRETARIES' FORUM

Monthly meetings for all the Office secretaries are held under the direction of the Secretary of the Director. This "Forum" gives the secretaries a chance to freely exchange ideas, keep up to date with latest developments, and openly express their views in "closed session." Three "Tips to Supervisors" have evolved from these girls - revealing a capacity for contribution to management not heretofore tapped. These have been among our most popular "Tips."

## CLASSIFICATION AND STANDARDS

### CLASSIFICATION

#### The Classification Council

The Classification Council was reestablished to serve as a "board of directors" for the Division to assist in planning a coordinated position and pay management program for the Department. To this end the Council agreed that three meetings for Washington classifiers and one two-day conference for Washington and field staffs should be held each year.

#### Meeting Three Basic Needs

The Division has collected most of the material needed for putting its plans for supplying the following basic needs into effect:

- improvement in the quality of service that classifiers provide to management;

- a training program for supervisors in position and pay management principles and techniques;

- research and development work to determine such things as changes required by the impact of computer technology on position and pay management and to improve the production and application of occupational standards and salary and wage administration instructions and guides.

### OCCUPATIONAL STANDARDS

The Division has completed the following:

- fact-finding, review, and analysis work in response to requests from the Civil Service Commission on 11 occupational standards drafts and on a draft of proposed new series definitions and codes for wage board jobs;

- basic development work on two internal classification standards and three wage board evaluation standards (in cooperation with the program agencies requesting these standards);

- development of nine new or revised qualification standards and seven rating schedules for CSC approval;

- processing of four requests for a change of official title in position classification standards;



development of five qualification standards for positions in Schedules A and B;

review of nine requests for waiver of qualification standards for applicants for positions exempt from the competitive service.

#### GENERAL

##### Pay Management Projects

Projects on which the Division completed staff work that it furnishes on a continuing basis in this area included:

preparation of a guide for conducting wage surveys;

issuance of a staff paper on the 1962 pay reform bill;

review of meat inspection premium pay regulations to determine the need for proposed amendments;

charting of top staff positions to show the number paid at supergrade levels under Public Law 313 and similar authority.

#### EXAMINATIONS AND EMPLOYMENT

##### MANPOWER NEEDS

Information on the Department's manpower needs for college trained talent was published in the booklet "Career Opportunities in the Department of Agriculture."

During the winter surveyed agencies' needs for additional summer help, and arranged for a limited number of positions to be filled through centralized referral.

##### RECRUITMENT

Developed report showing the employment by the Department's agencies of 2957 people from Rural Redevelopment Areas.

Released to colleges and universities directly and through agency representatives a summary of the Department's needs for college level talent.

Prepared for the Land Grant College-Department of Agriculture Committee on Training for Government Service information concerning the Department's manpower needs.



Also prepared information on the Department's needs and specific requirements for qualification and presented it to a special meeting of presidents and deans of agriculture from 17 Negro land-grant colleges.

Scheduled and arranged for the Department's college recruiting Exhibit "Opportunities for You in USDA" to be used at colleges. Significant uses were at special exercises at Delaware State College, Dover, Delaware, and Fort Valley State College, Fort Valley, Georgia.

Participated with representatives of the Civil Service Commission and other Government agencies in the development of over-all recruitment activities to improve the image of the Federal Government as an employer.

#### EXAMINATIONS

Represented the Department at interagency meetings concerned with the planning of nationwide examinations such as FSEE and Student Trainee.

Made arrangements for the development, publication and distribution of examinations for positions predominately peculiar to the Department of Agriculture on a nationwide basis. These included such examination announcements as Student Trainee (Veterinarian) and Entomologist and Plant Pathologist.

Directed the operation of Boards of Examiners for the Department which processed 29,529 applications and certified candidates to fill 4,344 positions (the period covered is calendar year 1961).

#### PLACEMENT AND UTILIZATION

Participated in the development of the White House Seminars and USDA Seminars for 570 summer student employees.

Represented the Department at meetings of the Interdepartmental Placement Committee to assist agency personnel with in-placement and out-placement problems.

Screened and referred to agencies information concerning opportunities for assignment to international organizations, particularly FAO.

Served as the central clearing spot for the assignment of personnel to special duty outside the Department such as examiners and monitors of civil service examinations and special assignments to the executive offices of the President and the legislative branch.

Reviewed with the Civil Service Commission the separated career employee program with a view to modifying the system of reporting and auditing.

Arranged for the amendment of the Department's executive development agreement to meet the needs by inclusion of some positions not previously covered.

Proposed and developed a task force approach to study and implement plans to afford greater opportunities for agriculturally trained personnel by assignment across Department lines including particularly AID, the Peace Corps, and the Department of Agriculture based on the Federal Agricultural Requirements for Manpower (FARM).

#### CENTRAL INTERVIEW AND REFERRAL

During the period the Office conducted personal interviews with 2,658 candidates, referring qualified candidates to agencies' personnel offices for employment consideration. We developed letter responses to 2,029 candidates. Of these 210 were Secretarial, 355 by the Director of Personnel, and 1,364 within the Division. An additional 2,236 inquiries were responded to by furnishing published materials.

In connection with RIF in other Departments and in connection with their special recruiting programs, we interviewed or referred job candidates.

Arranged with four agencies in the Department to accommodate the assignment of centrally referred candidates for summer employment and served as a central point of contact.

#### INVESTIGATIONS

##### PRE-EMPLOYMENT CHECKS ELIMINATED

Pre-employment checks have been eliminated on an estimated 1,000 applicants each year for non-sensitive positions where a post-employment check is to be made by the Civil Service Commission. This change has also eliminated the need for other reviews of records once required prior to transfer or re-employment of former Federal employees.

##### GUIDELINES ON EVALUATION OF ARREST RECORDS

Guidelines have been drafted to conform with Civil Service standards for the evaluation of applicants with arrest records which will enable the Office of Personnel to relax prior approval requirements.

##### INVESTIGATIONS WORKLOAD

Special cases and related matters have occupied the time and attention of much of the Division's staff and especially that of the Division Chief during the last three months of the year.

Also the case load increased from 510 in 1961 to 562 in 1962.

REVIEW AND ADJUDICATION

GENERAL

Workload

An increase in workload for certain types of actions is reflected in the figures below:

Comparison of Workload for Certain Types of Actions  
F. Y. 1961 with 1962

	<u>1962</u>	<u>1961</u>
Total Security Clearances		
issued	664	509
Security Clearances Cancelled	491	325
Investigations Reports Returned		
to CSC	403	134
Clearance certifications to		
other agencies	1441	1000
Foreign Travel and Inter-		
national Conferences	758	804
FBI Name Checks	837	780
Advisory Committee Name Checks	1083	/ *
Training Act Clearance	123	<u>100</u>
Security Considerations - FBI		
(116 on hand)	75	98
Security Violations	20	5
 National Agency Checks and		
Inquiries	1012	835
Reviewed and sent to		
agencies	877	
Pending review in		
R&A	135	
 Post Audit of Disciplinary Actions		
taken by agencies under		
delegated authority	335	NA
Disciplinary Cases Processed		
by R&A	78	90

/\* The practice of making Advisory Committee name checks began in September 1961.

## ADJUDICATION-SECURITY

Also approximately 100 requests for security clearance were processed for the new administration's appointees since January, 1961. Most of these were handled first by waiver of requirements under Executive Order 10450.

## ADJUDICATION-GENERAL CONDUCT

It is estimated that 1,500 man hours, much of it overtime, were spent by the Division's staff on approximately 40 priority cases since January, 1961, incident to the transition between administrations. The last of these cases was closed out in May, 1962.

## APPEALS

### New Appeals System

A new comprehensive appeals system has been developed jointly by the Review and Adjudication and Investigations Divisions. A manual for Hearing Officers has been prepared and distributed to the agencies. All competitive status employees will have the right to appeal to the Secretary from certain adverse actions and these appeals will be processed in the Review and Adjudication Division.

Authority has been granted agencies to remove for cause almost all employees, including those for whom complete employment authority has been delegated. This step should speed up the process of removal for cause and reduce the type of action taken by the Office of Personnel by 90%.

## EMPLOYEE DEVELOPMENT

### GENERAL TRAINING

#### Administration of P.L. 85-507 (Training Act)

Five changes were made in the Department's regulations which provided for delegations to agencies to act on more than 95% of the requests for outside training. This places the authority to act nearer the place where the training is needed and reduces paper work and time required to get action.

Provisions of the Training Act were used to supplement the financial aid from 11 scholarships awarded Department employees, amounting to from \$100 to \$5,000 each for periods of two weeks to two years.

Lists of training courses, both inside and outside USDA, are issued periodically for use by agencies in selecting courses to meet needs of employees.

## Orientation

Quarterly Department orientation programs have reached 1,900 employees in Washington and Beltsville.

570 student summer employees are taking part in the 1962 White House and Department Student Orientation Programs. Both White House and USDA Kits have been furnished to each student employee.

## Training Materials and Aids

The illustrated book of charts on "Guide to Understanding USDA" has been revised and 26,000 copies have been ordered by agencies for distribution to supervisors and others. Color slides of these charts have been made available to agencies for Centennial Celebrations, USDA Clubs, etc.

136,000 copies of the September 1961 revised Department Employee Handbook (Agriculture Handbook No. 23) were ordered by agencies for distribution to all employees.

25,000 copies of each of eight issues of "Tips on Personnel Management for Supervisors" prepared by the Office of Personnel staff have been distributed.

800 copies of each of four issues of "Keeping in Focus with Personnel Management Tips" made up of material prepared by the Office of Personnel staff have been distributed to top agency officials and personnel staffs on new personnel policies and procedures.

Training materials and information pertinent to needs of the agencies have been evaluated, screened and distributed to appropriate officials. Examples of over 20 such items which have been distributed are:

Catalog of Programmed Instructional Material  
and Teaching Machines.

Kits on "Practical English and Command of  
Words."

A Department Secretarial Training Program which was developed and reviewed is being revised to conform to stated needs of agencies.



## MANAGEMENT DEVELOPMENT

### Management Development Program

A Comprehensive Department Management Development Program was developed by a Management Development Task Force. This program has been revised in line with proposed changes made by the agencies and will be issued by the Secretary after final review by the Secretary's Office.

### Standards & Criteria for Supervisory-Middle Management

Procedures for coordinating interagency participation in supervisory-middle management training have been put into use. Standards and criteria are being developed for use in reviewing, evaluating and coordinating this type of training done in the Department.

### SED

A series of six "Seminars in Executive Development" have been planned and scheduled for 216 high level executives during fiscal year 1963 with the guidance of the Secretary's Advisory Committee on Management Development.

### Executive Decision Making Seminar

An Executive Decision Making Seminar has been planned and scheduled for September 16 - 21, 1962. This one will focus on MODE. Others will follow if needed.

### Seminar on Executive Creativity

A five day pilot Seminar on Executive Creativity is being planned for agency personnel officers for the fall of 1962.

## MANAGEMENT INTERNS

A Comprehensive Department Management Intern Program has been developed, approved by the Civil Service Commission and is in operation. Sixteen Management Interns were employed during F. Y. 1962. Agencies have requested 33 MI's during F.Y. 1963, that will be employed if enough outstanding candidates become available.

## COLLEGE AND UNIVERSITY RELATIONS

The Joint Department of Agriculture-Land Grant University Committee on Training for Government Service held two very successful meetings, one in November 1961 and a two-day meeting in April 1962. Positive action is underway to follow up on 21 recommendations made by the Committee at its April meeting.

## AWARDS

### Honor Awards

At the annual Honor Awards Ceremony, which featured the Centennial of the Department, Secretary Freeman presented seven Distinguished Service Awards, 103 Superior Service Awards and 19 Length-of-Service Awards before an audience of more than 5,000 persons.

### Promotion of Awards Program

The following materials were prepared and distributed through the agencies:

12,000 copies each of three Incentive Awards posters;

100 copies of the Civil Service Commission's "Guide for strengthening the Employee Suggestion Program" with instructions for adaptation;

A Secretary's memo encouraging maximum use of the Awards Program;

40,000 copies of "Pointers for Successful Suggestions";

500 copies of the Secretary's annual report on awards.

### Improvement in Form for Making Suggestions

The Employee Suggestion Form was revised into a three part, snap out set. It has a double backed carbon which enables the user to write on both front and back without changing the carbon. It is estimated that about 3,000 hours of time and considerable irritation will be saved in the use of the 20,000 sets which have been stocked.

### Significant Cash Awards

Secretary Freeman presented Olen Salisbury, ASCS, New Orleans, a \$4515 check for a suggestion which saved the Government nearly \$4,000,000 the first year.

11 cash awards each amounting to more than \$500 were approved.

### Outside Recognition

Dr. Allene Jeannes, ARS, was one of five Federal women officials who received the annual Federal Woman's Award.

## Evaluation of Awards Program

A staff paper was issued recommending:

new guidelines for Distinguished and Superior Honor Awards;

a third honor award "Meritorious Service Award";

more emphasis on the Suggestion Program;

more presentation ceremonies for large cash awards.

### HEALTH, SAFETY AND WELFARE

The November 1961 reorganization of the Office of Personnel included the combining of Health, Safety, and Welfare functions into one Division. This conformed to PPRM Recommendation 79 calling for closer coordination of Health and Safety.

#### HEALTH

The Medical Officer has promoted the use of and inspected Health Units which have the following records of service for 1962.

Unit	Number of Cases
Metropolitan Area	34,499
South Building	26,375
Agricultural Research Center, Beltsville	5,527
Plant Industry Station, Beltsville	2,597
Atlanta, Georgia	7,660 *
Cincinnati, Ohio	2,392 *
Evansville, Indiana	2,261 *
Dallas, Texas	3,809 *
New Orleans, La.	3,496 *

Special Cases	Number of Cases
Referred to Public Health	283
Referred home	970
Contagious	11
Referred to Hospital	58
Emergency or Service calls - to scattered office locations (Washington)	426
Beds used	9,858
Patients seen by Dr. Buchanan (Washington) (Some not noted)	320

\* Field Health Unit figures reported for 11 months through May 31, 1962.



The Medical Officer has also communicated directly with more than 1400 responsible officials through lectures and discussions of health and related matters at conferences, training programs, USDA Clubs, etc.

## SAFETY

In line with PPRM Recommendation 76, a Staff Safety Officer position was established.

A Safety Theme - "For a Safe Future - Safety Now" was adopted.

### Policy and Regulations Changes

The Department Regulations were revised to incorporate 10 important additions and changes in 8 AR Chapter 50 on Safety, one change was made in 8 AR Chapter 51 on Compensation for Service-Connected Injury and Occupational Disease and two important additions were made to 8 AR Chapter 32 on Medical Examinations and Physical Fitness.

The annual accident report now compiled from agency forms AD-135 will be discontinued as soon as the Department's Central Data Processing Facility can produce desired data.

### Promotion of Safety

Sixteen issues of a new series titled "Safety Signals", on a variety of safety topics, have been distributed.

25,000 copies of Safety Tips No. 1 on the importance of complete Accident Reporting were issued as "Tips to Supervisors".

Safety Officers are now reporting periodically, serious accidents for a series titled "Accident Case Studies" to be distributed to Department agencies. The Federal Safety Council has followed by requesting similar case studies from all Federal agencies.

"Safety Exchange Packets" of safety issuances from a variety of sources are distributed monthly to all safety officers.

Five graphic charts were prepared depicting in various ways the work injury experience in the Department, from 1937 - 1960.

### Safety Advisory Committee

A USDA Safety Advisory Committee was established to review proposed safety policy standards, guides, and to initiate recommendations on such when appropriate.

## WELFARE

### Retirement Planning

In line with PPRM recommendations, an advisory committee composed of agency personnel has developed a Department Plan on Retirement Counseling.

### USDA Clubs

Activity in USDA Clubs has been emphasized by providing:

700 copies of a new "Guide for Organizing USDA Clubs" for use in organizing new USDA clubs, helping the active clubs which now number 30, and reactivating clubs that have been dormant.

A new format of "USDA Club Exchange" and continuation of its issuance each quarter to active clubs and leaders in areas of potential clubs.

### Employee Welfare

The USDA Welfare and Recreation Association has been given assistance, especially in making loans to needy employees, including those newly arrived from economically depressed areas.

Employee activity programs and the operation of the Cafeteria have been given oversight and assistance by the Welfare Officer and the Secretary's representative to the Welfare and Recreation Association Board of Directors.

The employment of physically handicapped has been promoted by the distribution of 25,000 copies of "Tips to Supervisors" on the subject: "Guide to Effective Use of the Handicapped."

Nine special events, such as Memorial Day and Brotherhood Week were recognized by making appropriate arrangements and announcements.

### Fund Raising Campaigns

Action was initiated to carry out approved fund raising campaigns and to give assistance and direction to those selected to conduct the campaigns.

Monthly luncheon meetings were arranged for agency Employee Relations Officers so they can exchange ideas and keep up to date on Department and agency policies and programs.

## Foreign Decorations

The Office of Personnel has provided liaison with the Department of State on arranging for Department officials to receive gifts and decorations from foreign governments through appropriate Act of Congress.

## POLICIES AND PROCEDURES

### Policy, Rules and Regulations

Eliminated necessity for listing positions below GS-12 on position charts.

Developed National Disaster Administrative Regulations which provide minimal personnel rules to be observed to insure continuance of operations in the event of a direct attack upon the United States.

Modified prior approval requirements of individual personnel actions to limit generally to GS-14 and above, thereby eliminating approximately 25% of the cases previously subject to OP approval.

Developed and issued regulations governing the handling of equal employment opportunity cases under E. O. 10925.

Developed revision of Chapter 45, Grievance Appeals, to conform with CSC Standards under E. O. 10988 and to coordinate procedures and timing as much as possible with those prescribed for equal employment opportunity cases.

In implementation of PPRM Recommendation 47, developed the first two chapters of the Administrative Regulations based on conversion of the FPM and slipsheeting of Title 8.

Segregated materials in Chapter 28 and produced therefrom a separate chapter concerned with civilian reemployment rights after transfer.

Handled for publications 173 personnel notices or changes in the regulations.

### Systems and Statistics

Participated closely with task forces on implementation of MODE and determination of personnel needs for statistical data.

Prepared 62 reports, recurring and special.

## Organization

Prepared the annual organization report for the Department to the Senate Committee on Government Operations.

Developed format for a master organization and classification incumbency control chart to be used as a working tool and a reference by agencies interested in cross comparisons.

Participated in a joint Staff Office survey of the operations of the Federal Crop Insurance Corporation. Also took part in a joint B&F, OP, ARS organization and management survey of the Cooperative State Experiment Station Service.

A study was made in cooperation with B&F and P&O of the feasibility of consolidating administrative support activities of the small agencies and offices of the Department.

Approved 27 charts.

## Case Reviews

Revised AD-67 yellow sheet for control of prior approval actions to conform to format and spacing of revised SF-50. Streamlined clearances through Investigations and Review and Adjudication Division which resulted in expediting the movement of prior approvals.

Developed the first phase of a procedural manual for the processing of prior approval actions to serve as a training guide for OP staff and trainees being oriented to the activities of the Division.

Evaluated 48 Departmental and field personnel officer positions under the new classification standards, Part I-GS-201-0, issued by the Civil Service Commission, and reported thereon in detail to all agencies and to the Commission.

Developed staff paper on the feasibility of consolidating common service activities by selected agencies.

Processed 649 prior approval cases.

Reported to agencies action taken by the Commission on super-grades requested in October 1961 and the status of recommendation not acted upon by the Commission.

## Grievances and Appeals (including Discrimination)

Conducted desk audit of 9 positions involved in a classification appeal.

Handled 46 grievance and discrimination complaints.

### REVIEW AND INSPECTION

#### CSC Nationwide Inspection

The Civil Service Commission initiated a new type of inspection in fiscal year 1962. It consists of nationwide appraisal on a three-year cycle to provide a coordinated approach to agencies with field personnel offices and an eventual departmental summary to total personnel responsibilities.

This Office assisted in the planning of the nationwide inspection including the selection of a representative sample of the field establishments of each agency. We participated in the analysis of the field reports and the summary evaluations with the head of each agency. This type of inspection places less emphasis on the regulatory phases of personnel administration and stresses a more consultative approach. In the field some attention has been given to the application of rule and regulation through a sample check. The approach in the central office of each agency has been one of attempting to seek out problems and assist with their solution.

#### Departmental Review

A Task Force was set up in line with a recommendation of the Personnel Policy Review Meeting to develop a new section of the Department regulations dealing with reviews. These new regulations provide that each agency will develop a plan of self-evaluation both for its central office and field offices with delegated authority. The Civil Service Commission's "Standards for the Evaluation of Personnel Management" have been adopted as Department minimum standards. Each agency is encouraged to supplement the standards in an attempt to improve the level of its personnel administration. Copies of work plans and reports of inspection are to be sent to the Director of Personnel.



The Assistant to the Director using the information gained from these two sources of inspection and working with the Commission and the agencies to coordinate their endeavors will keep the Director of Personnel and his staff informed of the status of programs of personnel administration in the Department.

#### PERSONNEL LEGISLATION

Recommendation 15 of the Philadelphia Personnel Policy Review Meeting was as follows:

"That an inventory be undertaken among the agencies by the Office of Personnel to determine legislation believed to be needed, and that the Department then seek to obtain passage of those measures considered necessary. Thereafter, agencies may then proceed to submit their legislative proposals respecting personnel through regular channels, on an annual basis, keeping the Office of Personnel fully informed."

The inventory was taken and 11 specific legislative proposals were drafted by this Office and submitted to the Civil Service Commission with the recommendation that they be included in the Commission's legislative program. A Staff Report was issued by this Office in March which stated our 11 proposals and the comment of the Commission regarding them. In general, the response of the Commission was negative.

Apart from the foregoing group of legislative proposals, the Office has prepared reports on various proposals originating elsewhere and has reviewed reports on numerous other proposals.

Agencies are expected to take the initiative in submitting draft proposals for needed personnel legislation hereafter.

#### EQUAL EMPLOYMENT OPPORTUNITY PROGRAM

Secretary Freeman and Assistant Secretary Robertson and the Director of Personnel have expressed their personal interest in seeing that positive, vigorous measures are taken to provide equal employment opportunities to all groups. During the year there have been a number of solid accomplishments in this area.

Dr. L. A. Potts, Dean of the School of Agriculture, Tuskegee Institute, was appointed as a Consultant to advise with the Secretary and his key staff members, and to assist in improving intergroup relations.

With Dean Potts' valuable advice and assistance, a successful conference on "Employment Opportunities in the U. S. Department of Agriculture" was held with representatives of Negro land-grant colleges.

A conference on "Professional Career Opportunities in the Federal Government" sponsored by Xavier University, New Orleans, was attended by representatives from this Office, Information, AMS, seven other Federal agencies, and by Dean Potts.

The Office of Personnel has arranged with appropriate USDA agencies for representation at Regional conferences held by the President's Committee on Equal Employment Opportunity.

The Department was represented by an OP official at the "Professional Opportunity Conference" held by the North Carolina Agricultural and Technical College. A number of colleges in North Carolina, South Carolina, Virginia, Maryland and Delaware, having predominantly Negro students, were represented by several of their top-flight seniors and placement officers.

Following the issuance of E.O. 10925, the Office issued regulations which provide for more systematic and thorough consideration of equal employment opportunity cases, and for more expeditious handling of such cases. A "Tips on Personnel Management for Supervisors" leaflet titled "Guide for Developing Understanding and Nondiscrimination Policy" was issued.

An exceptionally well qualified Assistant to the Director has recently been appointed to the Office staff to handle inter-group relations. He will be working actively with the Department agencies in improving our recruitment program and strengthening our equal employment opportunities program in all respects.

#### EMPLOYEE-MANAGEMENT COOPERATION

At a rate not customary in the Federal government, the new program of Employee-Management Cooperation progressed during the fiscal year 1962 from initial study, through policy and systems development, to implementation and operation.

The first step was taken June 22, 1961 when the President appointed a Task Force on Employee-Management Relations in the Federal Service. The Task Force was directed to study the working relationships between management and employee organizations throughout the executive branch and to report its findings and recommendations to the President on or before November 30, 1961.

During the initial phase of its studies in the summer of 1961 the Task Force obtained factual information from the Department. Later, it solicited our views and recommendations on policy. The Department in turn set up a special Work Group on Employee-Management Relations which took part in the Personnel Policy Review Meeting at Philadelphia September 25-29, 1961. This Group made 17 recommendations which were considered by the conference at Philadelphia and were then sent by the Department to the President's Task Force for consideration in formulating its own recommendations. Comparison shows that the Department recommendations were essentially similar to and consistent with those made by the President's Task Force in its report of November 30 and later embodied in the Executive Order.

On October 23, 1961, in preparation for the changes anticipated in the administration of employee-management relations in the Department, a committee submitted a plan for a series of seminars to prepare ourselves for the new developments. The seminars were held during November, December, and January, and a report on them, with related reference materials, was issued in January 1962.

Executive Order No. 10988, entitled Employee-Management Cooperation, was issued January 17, 1962. On January 18, Secretary Freeman issued his Memorandum No. 1486 to Agency Heads for the purpose of calling attention to the Order, adding his endorsement to it and initiating its implementation within the Department. The Secretary assigned responsibility to the Office of Personnel for formulating and administering a policy and program for the Department, within the framework of the Executive Order.

On March 7, 1962 the Department took its first major step under the new policies of the President by according exclusive recognition on a nationwide basis to the National Joint Council of Meat Inspection Lodges, AFGE. This was the first instance of exclusive recognition under the new Order in the government. On April 9, formal recognition at the national level was granted the Organization of Professional Employees of the Department of Agriculture (OPEDA). On June 12, exclusive recognition on a nationwide basis was accorded the National Association of County Office Employees (NASCOE). These three acts of recognition brought approximately 25,000 employees into formal working relationships with management of the Department under the new program.

At the end of June, the final draft of Department regulations for implementing E.O. 10988 was approved. These regulations were processed and distributed to holders of AR Title 8 early in July.

At fiscal year's end, many other applications for recognition were being processed. A guide or handbook of reference materials for those working on the new program was being developed and will be issued as soon as we have the Standards of Conduct for Employee Organizations and the Code of Fair Labor Practices to be issued by the President's temporary committee.



## CENTENNIAL DINNERS AT LAND-GRANT INSTITUTIONS

In the fall of 1960, representatives of the Centennial Steering Committee of the Association of State Universities and Land-Grant Colleges and of the Department's Centennial Committee agreed to include as part of the celebration the holding of jointly sponsored Centennial dinners during 1962 at the Land-Grant institutions. These functions were considered to be an effective way of calling public attention to the close cooperative relationship between the Land-Grant institutions and the Department, and to their combined contributions to the welfare of the country.

The Office of Personnel assumed the responsibility for servicing this program.

Fifty-one Land-Grant institutions were contacted to determine their interest in co-sponsoring Centennial dinners. Of this number, 22 decided to have combined celebrations. Department co-chairmen were selected from lists of field officials considered to be suitable by each of the agencies.



SECTION (3)

SUMMARY

OF

ACTIVITIES

OF THE

DIRECTOR OF PERSONNEL

FOR THE FISCAL YEAR

1962



## SUMMARY OF ACTIVITIES OF THE DIRECTOR OF PERSONNEL

### ADMINISTRATION OF THE OFFICE

Met with the entire staff of the Office of Personnel on my first day of official duty as Director of Personnel on July 10, 1961. Have met with this entire group four additional times during the year.

Held the first Director's Staff meeting on its regular meeting day - the first one held immediately after my appointment - on Friday morning, July 14, 1961. Have since met with them regularly every Friday morning, with the exception of when on a field trip. In addition, six special meetings with the Director's Staff - from July through October, 1961 - were held for the purpose of discussing the reorganization of the Office of Personnel. From February to May 1962, three special Director's Staff meetings were held to discuss specific current matters.

Starting on the first day as Director of Personnel - July 10, 1961 - I held meetings, individually, with each Division in the Office of Personnel. This was in an effort to become more personally acquainted with each individual and to learn about the activities of the respective Divisions. Have attended Division get-togethers when someone was leaving or having a birthday.

During the year I also met with the representatives of the Office of Personnel Employee Recreation Association to discuss their interests and activities.

### PROFESSIONAL LEADERSHIP

#### Personnel, Training and Classification Officers

The first meeting of all agency Personnel Officers was held my second week in the Office - on Tuesday, July 18, 1961. At that meeting, representatives of union locals in the Department were invited, as well as those from OPEDA and Employee Council. Since that first meeting, I have met with these Personnel Officers in a group six additional times during the year. Five luncheon meetings were also held with them at which we had featured programs and speakers. Starting in November, 1961, the policy was instituted of having in what has become known as the Big 6+ Personnel Officers. These represent the larger agencies. My purpose has been to review with them whether or not they were getting the leadership from the Office of Personnel they should; to discuss special current problems they might have in connection with their own agencies or in workings with our office; to keep current on their thinking and their needs and how we might serve them better. This has proved a very valuable asset to me in carrying out my function as Director of Personnel. Seven additional such meetings have been held.

I have met with the Training Officers at three of their Seminars and one luncheon at which various training policies and techniques have been explored and discussed.

In January 1962, at my request, a Council was set up for Classification Officers by the Chief of my Classification and Standards Division. I attended their first meeting on January 17, 1962, and one other in May.

#### Agency Heads and Deputy Administrators for Management

Immediately after becoming Director of Personnel, set up a series of luncheon meetings with Agency Heads and Deputy Administrators for Management - fourteen in all. Purpose was to get their views on what they expected in the way of leadership and service from the Office of Personnel, and their suggestions for accomplishing this.

#### Personnel Policy Review Meeting

Held a meeting on Tuesday, July 18, 1961, with all agency Personnel Officers and representatives from NFFE, AFGE, OPEDA, and Employee Council to discuss possibility for such a meeting. On Saturday, July 22, 1961, met with the Administrative Assistant Secretary Joseph M. Robertson, and Mr. Christopher O. Henderson, Assistant Director of Personnel, to lay the PLAN for this meeting, which was held September 25-29, 1961. Subsequent to this, held 18 meetings with individuals involved in setting the stage for this meeting - held in Philadelphia, Pennsylvania. Subsequent to the holding of the Philadelphia meeting, have met with Task Forces working to implement the recommendations made at Philadelphia whenever called upon to do so, to check matters of policy and provide guidance in their deliberations.

#### Assistance with MODE (ADP)

Since August 7, 1961, I have attended twenty-four meetings on Automatic Data Processing in my own office, other agencies of the Department, and the Civil Service Commission. Have made 17 speeches on ADP in the Washington area and two in the field. Also attended a half-day session on ADP at the IBM Headquarters in New York City in November, 1961.

#### Speeches and Lectures - D. C. and Field

I have made 29 speeches or lectures in the Washington area during the year. Seventeen of these dealt with ADP. The balance were on personnel management in the '60's.



I have made fifteen speeches in the field, aside from the talks I gave at the USDA Clubs in seven cities. Two of these involved ADP; The balance were on personnel administration and the Department's programs.

#### Contacts Through One-Shot Meetings with a Variety of Individuals

I have met with 73 groups of various types of individuals, both in and outside the government, on official matters either in meetings, conferences, or luncheons. These were one-shot deals on a particular project to be handled or disposed of at that particular meeting. These were all in the Washington area.

#### Service to Boards, Committees and Groups of which I, as Director of Personnel, Either Chair or Serve as Member

I attended 31 such meetings. To list a few of these groups: Administrative Board, Graduate School; Interagency Advisory Group, Civil Service Commission; Joint Land Grant College & Universities-USDA Committee on Training for Government Service; Employee Awards Committee; U. S. Civil Service Board of Examiners; Visualization Committee; Training in Administrative Management Work Group; Agency Head Luncheon Group, etc. Some of these groups meet at regularly stated intervals; others are on call.

#### Participation in Professional Personnel Societies

I am a member of the Society for Personnel Administration, and a member of the Executive Committee of the Washington Chapter of the Public Personnel Association. Both deal in matters concerning personnel administration and developments in that area. I have met with these groups on 14 occasions during the year.

#### COMMUNICATION ON EMPLOYEE-MANAGEMENT RELATIONS

During the year, have held 47 meetings with representatives of employee unions or organized groups, i.e., NFFE, AFGE, OPEDA, NASCOE, and Employee Council. This has been in connection with the implementation of President Kennedy's Executive Order 10988 and Secretary Freeman's policy thereon.

I have met on six occasions with individuals or groups who serve in capacities by which they render service to USDA employees. These are: The President of the Welfare Board; Credit Union Board of Directors; the Editor of USDA - the Department's official house organ; the two Editors of the Welfare Board employee newspaper, the Ag Reporter; the Director of Employee Activities in the Department, and all the Presidents of the various employee extracurricular groups like the Spanish Club, the Travel Club, etc.

I have attended and made talks to USDA Clubs in Philadelphia; Denver; Chicago; Stillwater, Oklahoma; Alexandria, Louisiana; New Orleans, Louisiana; and Milwaukee, Wisconsin. One of the visits to the Alexandria, Louisiana, USDA Club was via long distance telephone. In April 1962, the phone company down there wanted to test direct dial. The Club suggested me as a "guinea pig" to try it out and also say a few words to them, in which I was joined by Assistant Secretary Robertson who sent them "greetings."

I have attended 27 group meetings of USDA employees in various agencies of the Department, ranging from a luncheon meeting with all FAS personnel, awards ceremonies for individual agencies such as ARS and FAS; meetings with interns; orientation meetings for new employees; meetings with personnel technicians from ARS, SCS, FS, and various other agencies of the Department; attended retirement parties; luncheon meetings of the extracurricular groups; met with the OGC field secretaries; my own OP Secretaries' Forum, plus other secretaries from the Department.

In December 1961, was invited to and attended four agency Christmas parties, plus my own Office of Personnel Christmas Party and the Department over-all Christmas Party in the patio, at which I served as master of ceremonies.

#### COMMUNICATION WITH THE CIVIL SERVICE COMMISSION

During the year, have had 16 meetings with officials of the Civil Service Commission. These involved a variety of subjects ranging from supergrades, Civil Service inspections of USDA agencies, matters of classification, discussions on scientific and professional jobs, development of personnel staffs, etc.

#### CONTACTS WITH MEMBERS OF CONGRESS & OTHERS ON HILL

Twelve contacts involved here. Appeared at a hearing to testify in support of extending retirement to ASCS county employees. Attended hearings on budget and appropriations. Appeared before the House Post Office and Civil Service Committee on Manpower Utilization with the Administrative Assistant Secretary Mr. Joseph M. Robertson. Met with specific Members of either the House or Senate on particular personnel cases in which they were interested - in these instances was accompanied by a member of my staff conversant with the particular case.

#### PERSONAL CONTACT AND CORRESPONDENCE

During the year, I had appointments with individuals - both in and outside the Department and exclusive of anything mentioned above - totaling 2,384; and handled the usual correspondence and reports - over 3,577 pieces. Also handled 248 personnel actions - GS-14 and above, plus all State Director jobs or jobs involving personnel positions - through September 12, 1961, when I delegated this task to Mr. Max Reid, Assistant Director of Personnel.

\* \* \* \* \*



